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CENTRAL INTELLIGENCE AGENCY

OFFICE OF NATIONAL ESTIMATES

30 April 1951

SUBJECT: NIE-29/1: REVIEW OF THE CONCLUSIONS OF NIE-29 "PROBABILITY OF AN INVASION OF YUGOSLAVIA IN 1951"

THE PROBLEM

To review the conclusions of NIE-29, "Probability of an Invasion of Yugoslavia in 1951", in the light of recent developments.

CONCLUSIONS

1. In NIE-29 it was concluded, inter alia, that "the extent of Satellite military and propaganda preparations indicates that an attack on Yugoslavia in 1951 should be considered a serious possibility". A number of developments since the publication of NIE-29 (on 20 March 1951) call for a review of this conclusion.

2. Among these developments are the following:

- a. Heavy Soviet ground force equipment is arriving in Hungary, Bulgaria, and Rumania;

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- b. Certain Bulgarian military units recently have been redeployed in the direction of the Yugoslav border, and at present at least one Bulgarian tank division and four infantry divisions are disposed along the Yugoslav border;
- c. Expansion of the Bulgarian and Hungarian armies is continuing;
- d. Jet aircraft have recently been observed in all of the European Satellites except Albania;
- e. Airfields in Hungary are being enlarged and improved;
- f. Early-warning or ground-controlled intercept radar has recently been observed in the vicinity of both Sofia and Budapest;
- g. The number of heavy Soviet AA guns in both Bulgaria and Hungary appears to be increasing;
- h. Air raid shelters, public warning systems, and black-out regulations are being established in all of the southern Satellites;
- i. High Yugoslav officials are expressing continuing concern over an early Satellite attack, and within

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Yugoslavia a number of defensive precautions have been taken against such a possibility;

- j. The apparent food shortages and the rationing of an increasing number of food products in the southern Satellites strongly suggests that stockpiling is under way;
- k. Yugoslav-Satellite diplomatic relations continue to deteriorate. A number of protests have been exchanged over recurring border violations which Tito has described as "almost unbearable"; several consulates have been closed and diplomats expelled; and the Yugoslavs have arranged for the Swiss Government to represent Yugoslav interests in the event that relations are severed between Belgrade and Budapest;
- l. Soviet and Satellite propaganda attacks on Yugoslavia have been intensified and have become more specific. Many of the themes which had previously been directed abroad are now being disseminated to Soviet and Satellite audiences, and especially to party and military personnel, suggesting the psychological preparation of the Satellite populations and armed forces for war.

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3. Some of these developments, such as the movement of ground forces in Bulgaria, the border incidents, the Cominform propaganda campaign, and the deterioration in Yugoslav-Satellite relations point toward Yugoslavia as the target either for a military attack or for an intensified war of nerves. Others, however, such as the arrival of jet aircraft, the airfield construction program, and evidence of stockpiling appear part of an over-all program of military preparations throughout the Satellites and the Soviet Zones of Germany and Austria.

4. We conclude that, since the publication of NIE-29, Satellite capabilities for attacking Yugoslavia with little or no warning have increased, and that Satellite military preparations are continuing. Although recent developments do not appear to warrant the conclusion that an attack will take place in 1951, or indicate that an attack is more likely this spring than later in the year, they do give renewed emphasis to the conclusion of NIE-29 that "an attack on Yugoslavia in 1951 should be considered a serious possibility."

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